

# **Typhoon Haiyan (Yolanda): U.S. and International Response to Philippines Disaster**

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## Summary

This report examines the impact of Typhoon Haiyan (*Yolanda*), which struck the central Philippines on November 8, 2013, and the U.S. and international response. Haiyan was one of the strongest typhoons to strike land on record. Over a 16 hour period, the “super typhoon,” with a force equivalent to a Category 5 hurricane and sustained winds of up to 195 mph, directly swept through six provinces in the central Philippines. The disaster quickly created a humanitarian crisis. In some of the hardest hit areas, particularly in coastal communities in Leyte province and the southern tip of Eastern Samar, the storm knocked out power, telecommunications, and water supplies. The humanitarian relief operation was initially hampered by a number of significant obstacles, including a general lack of transportation, extremely limited communications systems, damaged infrastructure, and seriously disrupted government services. Despite the physical and logistical challenges, regular relief activities reportedly reached most of the worst-stricken areas within two weeks of the storm.

Two and a half months after the typhoon struck, United Nations (U.N.) agencies reported that 14.1 million people had been affected, with more than 4.1 million displaced. Estimates of the number killed had risen to 6,201 with more than 1,785 missing. The number of injured was unknown. In addition, assessments revealed that an estimated 1.1 million houses had been damaged or destroyed and nearly 5.6 million people required food assistance.

Ongoing humanitarian relief operations and recovery efforts are being led by the Philippine government. The United Nations, along with other partners, including the United States, remains at the forefront of the on-the-ground response. Apart from U.N. agencies, those responding to the crisis include international organizations, non-governmental organizations (NGOs), Private Voluntary Agencies (PVOs), and bilateral and multilateral donors. As of January 31, 2014, international donors have contributed a total of \$662.9 million to the relief efforts. U.S. assistance has included approximately \$87 million in disaster aid and \$59 million in private sector contributions, a massive U.S. military humanitarian effort, as well as diplomatic and legislative activity.

At their peak, 66 U.S. military aircraft and 12 naval vessels were involved in relief efforts and nearly 1,000 U.S. military personnel were deployed directly to the disaster areas. The USS *George Washington* naval task force as well as elements of the 31<sup>st</sup> Marine Expeditionary Unit from Okinawa formed the majority of Joint Task Force (JTF) 505, which coordinated and carried out U.S. military relief efforts (*Operation Damayan*) in cooperation with the Armed Forces of the Philippines and the Philippine government. U.S. military assistance included clearing roads, transporting aid workers, distributing 2,495 tons of relief supplies, and evacuating over 21,000 people.

More than two months after the storm, humanitarian assistance is still required in some affected areas, particularly food, clean water, shelter, and basic health care. The Philippine government launched an \$8.2 billion, four-year plan, Reconstruction Assistance in Yolanda (RAY), which focuses on rebuilding areas affected by the typhoon and developing resilience to natural disasters. The U.N. Humanitarian Country Team (HCT), in partnership with U.N. organizations and non-governmental and international organizations, designed a Strategic Response Plan (SRP) to support the Philippines government’s activities in meeting immediate humanitarian needs and reconstruction goals.

The United States and the Philippines maintain close ties stemming from the U.S. colonial period (1898-1946), a security alliance, and common strategic and economic interests. Other pillars of the bilateral relationship include shared democratic values and extensive people-to-people

contacts. The involvement of U.S. military forces in Haiyan relief efforts bolstered support for enhanced U.S.-Philippine military cooperation, an issue that the two sides have been discussing intensively during the past several months. Congressional concerns related to the storm and its aftermath include the short-term U.S. and international humanitarian response, the long-term U.S. foreign aid strategy for the Philippines, and how the U.S. response to the disaster may impact the U.S.-Philippines relationship as well as regional geopolitical dynamics.

This report will be updated as events warrant. For background and information on the Philippines, see CRS Report RL33233, *The Republic of the Philippines and U.S. Interests*. For background on how the U.S. responds to international disasters, see CRS Report RL33769, *International Crises and Disasters: U.S. Humanitarian Assistance Response Mechanisms*.

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## Typhoon Haiyan and Its Aftermath

In the early morning of Friday, November 8, 2013, Typhoon Haiyan (known in the Philippines as *Yolanda*), one of the strongest typhoons to strike land on record, slammed into the central Visayas region. Over a 16 hour period, the super typhoon or cyclone, with a force equivalent to a Category 5 hurricane and clouds that covered two-thirds of the country, directly swept through six Philippine provinces and affected over 10% of the nation's population of 105 million people.<sup>1</sup> Haiyan's estimated wind speeds were 195 mph at its peak and 155 mph as it weakened and moved west, with wind gusts of up to 235 mph.<sup>2</sup> Several hundred thousand people reportedly had fled their homes in advance of Haiyan's arrival. Many of those displaced were moved to evacuation centers.<sup>3</sup> (See **Figure 1** and **Figure 2**.)

The speed of the storm as well as advance warning prevented greater flooding and may have saved many lives. However, in some of the hardest hit areas, particularly in coastal communities in eastern and western Leyte province and the southern tip of Eastern Samar, there appears to have been little defense against Haiyan's wrath. Between two-thirds and 90% of structures were heavily damaged or destroyed, including medical facilities. Downed trees and other debris blocked roads. Airports, vital links to the rest of the archipelagic country, were damaged. Furthermore, decentralized government authority, a shortage of available government workers, looting, and heavy rains delayed some relief efforts.<sup>4</sup>

### Philippines at a Glance

**Geography:** Mountainous archipelago  
**Area:** 115,830 square miles (slightly larger than Arizona); 7,000 islands  
**Population:** 105 million  
**Ethnic groups:** Malay (95%); Chinese, mixed race (Filipino-Spanish, Filipino-Chinese, Filipino-American), other (5%).  
**Religions:** Roman Catholic (80%); Muslim (5%)  
**Life Expectancy:** 72 years  
**Literacy:** 95%  
**GDP per capita:** \$4,500 (purchasing power parity)  
**Population below poverty line:** 26.5%  
**Infant Mortality:** 18.2 deaths/1,000 live births  
**GDP composition by sector:** agriculture 12%; industry 31%; services 57%  
**Source:** CIA, The World Factbook.

The typhoon was the deadliest natural disaster ever recorded in the Philippines. Within a few days of the typhoon, the Philippine government reported that an estimated 11.5 million people had been affected by the storm, with more than 540,000 displaced (of which roughly 380,000 were staying in 1,215 evacuation centers and 162,000 outside the centers). The government also reported that 792,000 people were evacuated in advance of the disaster. The city of Tacloban (population 220,000), capital of Leyte province, was one of the hardest hit places and the scene of the most concentrated destruction and death. Thousands of Tacloban residents reportedly drowned

<sup>1</sup> The tropical storm made landfall in Guiuan, Eastern Samar Province; Tolosa, Leyte Province; Daanbantayan and Bantayan Island, Cebu Province; Concepcion, Iloilo Province (Panay Island); and Palawan Island.

<sup>2</sup> By contrast, Hurricane Katrina had wind speeds of 140 mph at landfall.

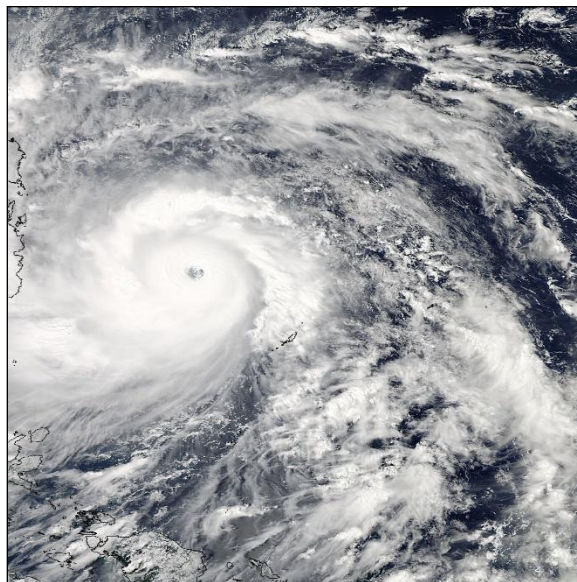
<sup>3</sup> Rick Gladstone, "Top U.N. Relief Official Flies to Philippines to Help Coordinate Aid Efforts," *New York Times*, November 11, 2013.

<sup>4</sup> Max Fisher, "47 Statistics That Explain Typhoon Haiyan," *Washington Post*, November 12, 2013; Sunshine de Leon and Alexandra Zavis, "Philippines Typhoon Leaves Millions in Need of Food, Water, Shelter," *Los Angeles Times*, November 11, 2013.

in a “two-story-high” storm surge, including people seeking safety in a sports stadium that served as a shelter.<sup>5</sup> Many others were killed by flying debris. (See **Figure 3**, **Figure 4**, and **Figure 5**.)

**Figure 1. Typhoon Haiyan as It Approached the Philippines Coast**

November 7, 2013



Source: NASA.

The estimated number of dead and missing is often fluid and subject to change in the days, weeks, and months following a natural disaster, particularly one on the scale of Typhoon Haiyan (Yolanda). Two and a half months after the typhoon struck, based on figures provided by the Philippine government, the U.N. Office for the Coordination of Humanitarian Affairs (OCHA) reported that 14.1 million people had been affected, with more than 4.1 million displaced (as of mid-January 2014, 26,000 were staying in evacuation centers). Estimates of the number killed had risen to 6,201 with more than 1,785 missing. The number of injured was unknown. In addition, assessments revealed that nearly 5.6 million people required food assistance and an estimated 1.1 million houses had been damaged or destroyed.<sup>6</sup> All numbers remain subject to revision.

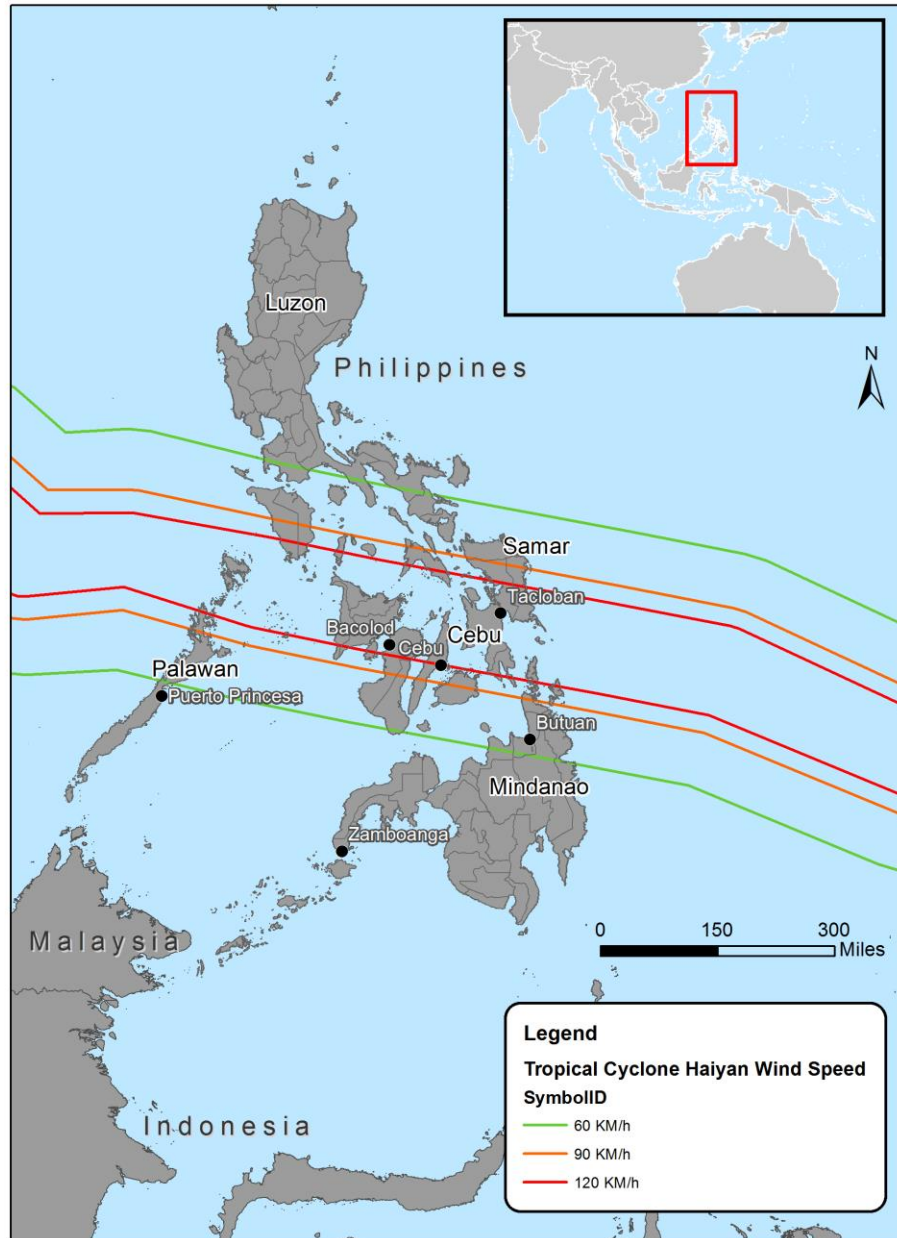
Steady population increases in disaster-prone areas, combined with a geography consisting of islands and poor infrastructure, make the Philippines vulnerable to humanitarian crises. An average of 20 major storms batter the country each year. In 2012, Typhoon Bopha (Pablo) struck the southern island of Mindanao, leaving nearly 2,000 people dead or missing. On the island of Bohol, a 7.1 magnitude earthquake in October 2013 displaced 350,000 people, many of whom resisted going to shelters as Haiyan approached, fearing that they might collapse in an aftershock. Until Haiyan, the country's most destructive typhoon was Tropical Storm Thelma (Uring) of 1991, which killed over 5,000 people in the Visayas region.

<sup>5</sup> Keith Bradsher, “Struggle for Survival in Philippines City Shattered by Typhoon,” *New York Times*, November 11, 2013.

<sup>6</sup> USAID, *Philippines—Typhoon Yolanda/Haiyan*, Fact Sheet #19, Fiscal Year (FY) 2014, December 13, 2013.



**Figure 2. Haiyan Wind Speeds**



**Source:** Graphic created by CRS. Boundaries and cities generated by Hannah Fischer using data from Department of State, the National Oceanic and Atmospheric Agency, and Esri (all 2013).



## U.S. Government Response

According to many observers, U.S. support to the Philippines following the typhoon, including disaster assistance, expressions of sympathy, and a flurry of diplomatic activity, has bolstered the already strong bilateral relationship. Some Philippine leaders and political commentators argue that the U.S. military response to the disaster has strengthened the case for an enhanced U.S. military presence in the country, an issue that the two sides have been discussing intensively during the past few months (see “U.S.-Philippines Relations” below).<sup>7</sup> Some analysts opine that the response of the United States has significantly boosted its soft power in the Philippines and the region, particularly in comparison to that of China.<sup>8</sup>

**Figure 3. Haiyan’s Path and Destruction**



**Source:** South China Morning Post, November 12, 2013

On November 10, 2013, President Obama made a statement expressing sympathy and support to the people of the Philippines.<sup>9</sup> On November 21, the Senate expedited the confirmation of the new U.S. Ambassador to the Philippines, Philip Goldberg, so that he could help coordinate U.S. humanitarian assistance there. U.S. Secretary of State John Kerry travelled to the Philippines on December 17, 2013, where he met with President Benigno Aquino and visited the city of Tacloban. He announced \$40 million in military assistance and \$25 million in additional

<sup>7</sup> Babe Romualdez, “Babe’s Eye View: Thank God for the United States!” *The Philippines Star*, November 17, 2013; Tarra Quismundo, “Storm Showed We Need US-Del Rosario,” *Philippines Daily Inquirer*, November 26, 2013.

<sup>8</sup> China donated \$1.6 million in relief and sent a hospital ship, the *Peace Ark*, to the Leyte Gulf. China and the Philippines are engaged in an ongoing dispute over maritime territory.

<sup>9</sup> President Obama on Super Typhoon Haiyan/Yolanda, <http://iipdigital.usembassy.gov/st/english/texttrans/2013/11/20131110286218.html#axzz2sHzfcOGU>

humanitarian aid (on top of roughly \$60 million in disaster assistance already provided). Kerry had cancelled a trip to Manila in October 2013 due to tropical storm Nari.<sup>10</sup>

Members of Congress were among the first U.S. government officials to offer support. Representative Chris Smith led a congressional delegation to Leyte province on November 25, 2013.<sup>11</sup> On November 19, the Subcommittee on East Asian and Pacific Affairs of the Senate Committee on Foreign Relations held a hearing entitled “Assessing the Response to Typhoon Yolanda/Haiyan.” The Subcommittee on Africa, Global Health, Global Human Rights, and International Organizations of the House Committee on Foreign Affairs conducted a hearing on the U.S. response on December 3. Members circulated “Dear Colleague” letters including those calling for assistance to remote areas affected by the disaster and protection for vulnerable Filipina women and children. U.S. legislators also sponsored resolutions expressing condolences, supporting assistance and charitable donations to the people of the Philippines, and urging the U.S. government to grant Temporary Protected Status to eligible Philippine nationals, which would allow them to stay and work in the United States and thereby support their families in storm-affected areas (see **Textbox**).

#### **Selected Legislation in Support of Disaster Relief and Victims**

- H.R. 3602: Filipino Temporary Protected Status Act of 2013 (Green, 11/21/13).
- H.R. 3771: Philippines Charitable Giving Assistance Act (Swalwell, 12/12/2013).
- H.Res. 404: Expressing Condolences and Support for Assistance to the Victims of Typhoon Haiyan which Made Landfall in the Republic of the Philippines on November 8, 2013 (Royce, 11/12/13) *passed 11/20/13*.
- H.Res. 408: Expressing Sincere Condolences and Support for Assistance to the People of the Philippines and All Those Affected by the Tragic Super Typhoon Haiyan (Yolanda) of November 8, 2013 (Speier, 11/13/13).
- S. 1821: Philippines Charitable Giving Assistance Act (Hirono, 12/12/13).
- S.Res. 292: A Resolution Expressing Support for the Victims of the Typhoon in the Philippines and the Surrounding Region (Schatz, 11/13/13) *passed 11/14/13*.

## **Overall Status of the Relief and Recovery Effort**

In general, experts divide relief operations into several phases: search and rescue; treatment and survival; relocation and rehabilitation; early recovery; and long-term reconstruction. As with any significant natural disaster that has many moving parts, it can take days and sometimes weeks to get a relief effort underway. Delays in transportation and congestion, lack of transportation infrastructure, bureaucratic problems, and lack of access all can cause bottlenecks at key points in the system. While timing is critical to save lives, a relief effort of this size requires the coordination of assessments and appropriate responses with the government, local communities, and the international community to function efficiently.

The humanitarian relief operation, led by the Philippine government, was initially hampered by a number of significant challenges, not unusual in a disaster of this magnitude, including a general lack of transportation, extremely limited communications systems, and damaged infrastructure. Although aid personnel and humanitarian supplies arrived within days in many of the affected

<sup>10</sup> Marvin Sy, “Kerry to Visit Phl Next Month,” *Philippine Star*, October 21, 2013. President Obama cancelled a trip to Southeast Asia in October 2013 due to the partial U.S. government shutdown. Obama’s travel was to include the Asia-Pacific Economic Cooperation (APEC) summit in Indonesia, the East Asia Summit (EAS) in Brunei, as well as Malaysia and the Philippines.

<sup>11</sup> The delegation also included Representatives Trent Franks and Al Green.

areas, there were challenges getting food and relief commodities to some of the more remote locations. Despite the physical and logistical challenges facing the relief effort, regular relief activities reportedly reached most of the worst-stricken areas within two weeks of the storm. In-depth assessments, necessary to obtain a better understanding of the situation on the ground, were conducted and are ongoing. Overall aid delivery to affected areas has been mobilized and sustained.

By mid-December, a little more than one month after the typhoon struck, immediate, life-saving efforts in general began to shift more towards early recovery programming and the development of plans for longer-term recovery and reconstruction. However, affected areas were impacted by the heavy rains and strong winds associated with Tropical Depression Agaton from January 17-20, 2014. The impact of the storm exposed ongoing vulnerabilities of those affected by Typhoon Haiyan.

## Philippine Government Response

The Philippine government plans and administers disaster relief primarily through the National Disaster Risk Reduction and Management Center (NDRRMC) and the Department of Social Welfare and Development (DSWD). Other agencies involved in relief efforts include the Armed Forces of the Philippines, the Office of Civil Defense, and the Department of Health. The NDRRMC oversees activities along with Local Disaster Risk Reduction Management Councils (LDRRMCs), the DSWD, DSWD field offices, local governments, and other agencies. The DSWD and its field offices coordinate relief efforts on the ground. The NDRRMC also collaborates with private sector disaster management networks. The Department of Foreign Affairs serves as the first point of contact for countries and international organizations wishing to provide assistance.

Taking the lead on the disaster response, the Philippine government formed a high-level national taskforce to ensure fast track transition from relief efforts to the rehabilitation and rebuilding of affected areas. President Aquino appointed Senator Ping Lacson as Presidential Assistant for Rehabilitation and Recovery, a cabinet-level position. In response to widespread fears about government corruption, the Aquino administration launched a web portal that allows the public to track international disaster funds, the Foreign Aid Transparency Hub (FAITH).

The Philippine government launched a four-year Reconstruction Assistance in Yolanda (RAY) plan, on December 18, 2013. Requesting nearly \$8.2 billion, RAY focuses on rebuilding areas affected by the typhoon and developing resilience to natural disasters. Three main activities include \$780 million for critical actions focused on shelter, education, agriculture, livelihoods, and protection; \$2 billion for short-term interventions through 2014; and \$5.3 billion to address longer-term needs through 2017.

The government has launched an effort to provide temporary housing—469 “bunkhouses” have been built or planned so far—for people living in tent cities, particularly for those who formerly lived closed to the sea and are not allowed to return due to the risk of future storm surges. Each bunkhouse consists of 24 rooms (one room per family) and common kitchen and bath areas. The homes lack electricity and running water. International aid agencies have criticized them for not meeting international standards. In January 2014, the government announced that it would build 60,000 permanent housing units over a two-year period.<sup>12</sup>

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<sup>12</sup> “60,000 Houses for Yolanda Survivors,” *Manila Bulletin*, January 16, 2014; “In Typhoon-Slammed Philippines,

## U.S. Humanitarian Efforts<sup>13</sup>

On November 9, 2013, U.S. Charge d'Affaires Brian L. Goldbeck issued a disaster declaration, and the U.S. Agency for International Development (USAID), through the Office of Foreign Disaster Assistance (OFDA), immediately authorized funds to be released for the initial implementation of an emergency response program. Secretary of Defense Chuck Hagel directed the U.S. Pacific Command to deploy rescue teams, dispatch helicopters for airlifts, and conduct other relief efforts. As of January 31, 2014, the United States has provided over \$87 million in humanitarian assistance through USAID, the Department of State, and the Department of Defense (DOD), and \$59 million in private sector contributions.<sup>14</sup>

### USAID

The U.S. government immediately set up an interagency task force to coordinate and facilitate the humanitarian response to the typhoon in the Philippines through the Washington, DC-based Response Management Team (RMT) headed by USAID through OFDA. It also deployed Disaster Assistance Response Teams (DARTs). The RMT supports USAID/DART efforts, which are focused on assessing humanitarian needs, positioning emergency relief supplies, and coordinating assistance with the U.S. Embassy in the Philippines, the Philippine government, and the international community. On December 18, 2013, the DARTs transitioned to a field office as the emergency phase of the response began to shift to early recovery. OFDA will maintain an ongoing presence in the Philippines for now to coordinate ongoing humanitarian activities.

### State Department

The State Department set up a Crisis Response Task Force to help monitor developments, facilitate coordination with other agencies as needed, and respond to inquiries from concerned Americans. The U.S. Embassy in Manila provided a center for coordination and communication among other U.S. agencies, Philippine authorities, and private organizations and citizens. U.S.-based NGOs have played an active role in the relief and recovery effort.

### Department of Defense<sup>15</sup>

DOD's initial response to Typhoon Haiyan was greatly facilitated by the advanced warning of the storm as well as naval, air, and Marine Corps assets either visiting or stationed in mainland Japan and the Japanese island of Okinawa. The USS *George Washington* naval task force as well as elements of the 31<sup>st</sup> Marine Expeditionary Unit (MEU) from Okinawa formed the majority of Joint Task Force (JTF) 505, which was formed to conduct initial relief operations, dubbed

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Controversy over Unsanitary Housing, *Christian Science Monitor*, January 13, 2014; Chico, Harlan, "After Typhoon, Philippines Faces One of the Most Profound Resettlement Crises in Decades," *Washington Post*, January 4, 2014; "DPWH to Build 247 More Bunkhouses in Eastern Visayas," *Philippine Daily Inquirer*, January 17, 2014.

<sup>13</sup> For background information on overall U.S. humanitarian assistance, see CRS Report RL33769, *International Crises and Disasters: U.S. Humanitarian Assistance Response Mechanisms*, by Rhoda Margesson.

<sup>14</sup> USAID, *Philippines—Typhoon Yolanda/Haiyan*, Fact Sheet #20, Fiscal Year (FY) 2014, January 24, 2014; U.S. Chamber of Commerce Foundation, <http://ccc.uschamber.com/typhoon-haiyan>. Procter & Gamble and Coca-Cola plan to help more than 2,000 small stores rebuild, restock, and reopen in storm-affected areas. Josephine Cuneta, "Philippines Storm Damage Nears \$13 Billion – Government Details Rebuilding Costs as U.S. Offers More Aid," *Wall Street Journal*, December 19, 2013.

<sup>15</sup> Contributed by Andrew Feickert, Specialist in Military Ground Forces, Congressional Research Service.

*Operation Damayan.* Nearly 1,000 U.S. military personnel were deployed directly to the disaster area while the rest served on ships or provided support from bases around the world.

U.S. military aircraft provided reconnaissance of the affected areas, lifted aid workers into the disaster zones, transported relief supplies, and evacuated those affected by the typhoon to various locations in the Philippines. Marines who were deployed ashore assisted with road clearance and with the distribution of humanitarian assistance. Once ground routes were improved, about 90% of relief supplies were then relegated to truck transportation. The Marines concentrated their efforts in the Guiuan, Eastern Samar, area which was the hub for supply transport and focused their remaining efforts south of Tacloban in the Leyte Gulf area.

On November 24, 2013, DOD officials announced it would begin to transition all of its relief efforts to the Philippine government and that JTF 505 would stand down on December 1, 2013.<sup>16</sup> The U.S. Embassy in Manila announced JTF 505's December 1 disestablishment, noting that at their peak, U.S. military efforts included more than 13,400 military personnel, 66 aircraft, and 12 naval vessels. The U.S. military delivered more than 2,495 tons of relief supplies and evacuated over 21,000 people, including over 500 American citizens. Also, over 1,300 flights were completed in support of the relief efforts for Operation Damayan delivering to approximately 450 sites.<sup>17</sup>

In addition to the United States, roughly 20 other nations and multilateral organizations, including Australia, Japan, NATO, South Korea, and the United Kingdom, contributed military assistance. This aid involved the use of military ships, transport planes, and helicopters. International military personnel provided disaster relief and helped distribute medical supplies, drinking water, and food. China, which had been criticized for providing too little assistance and being slow to respond, sent a naval hospital ship, the *Peace Ark*, to the Philippines on November 21.

## **Department of Homeland Security<sup>18</sup>**

Provisions exist in the Immigration and Nationality Act (INA) to offer temporary protected status (TPS) or relief from removal under specified circumstances.<sup>19</sup> TPS is blanket relief that may be granted under the following conditions: there is ongoing armed conflict posing serious threat to personal safety; a foreign state requests TPS because it temporarily cannot handle the return of nationals due to environmental disaster; or there are extraordinary and temporary conditions in a foreign state that prevent aliens from returning, provided that granting TPS is consistent with U.S. national interests.<sup>20</sup> A foreign national who is granted TPS receives a registration document and an employment authorization for the duration of TPS. Within a few days of the typhoon, U.S. Citizenship and Immigrant Services (USCIS) in the Department of Homeland Security (DHS) announced a limited set of immigration relief measures that Filipinos impacted by the typhoon might be eligible for, but did not grant TPS.<sup>21</sup> The government of the Philippines formally

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<sup>16</sup> Information in this section was taken from "DOD Transitions to Next Phase of Aid in Philippines," *American Forces Press Service*, November 25, 2013.

<sup>17</sup> U.S. Embassy, Manila, Philippines, Press Release "JTF 505 Disestablished," December 1, 2013.

<sup>18</sup> Contributed by Ruth Ellen Wasem, Specialist in Immigration Policy, Domestic Social Policy Division.

<sup>19</sup> CRS Report RS20844, *Temporary Protected Status: Current Immigration Policy and Issues*, by Ruth Ellen Wasem and Karma Ester.

<sup>20</sup> Section 244 of INA (8 U.S.C. §1254a).

<sup>21</sup> U.S. Citizenship and Immigration Services, "USCIS Reminds Filipino Nationals Impacted by Typhoon Haiyan of Available Immigration Relief Measures," press release, November 15, 2013, <http://www.uscis.gov/news/alerts/uscis-reminds-filipino-nationals-impacted-typhoon-haiyan-available-immigration-relief-measures>.



requested on December 16, 2013, that President Barack Obama designate TPS for Filipinos in the United States.<sup>22</sup> Legislation that would grant TPS to Filipinos (H.R. 3602, the Filipino Temporary Protected Status Act of 2013) has been introduced in the 113<sup>th</sup> Congress.

## International Response

### International Humanitarian Operations<sup>23</sup>

The international community typically provides significant humanitarian assistance in response to major disasters and their ongoing impact. Following Typhoon Haiyan, at the request of the Philippine government and in a supporting role, the United Nations established Disaster Assessment and Coordination (UNDAC) and U.N. Office for the Coordination of Humanitarian Affairs (OCHA) teams. With the U.N. Humanitarian Country Team (HCT) already in place, OCHA is helping to coordinate actors on the ground and enlist donor support. Humanitarian relief sectors are typically established during humanitarian crises to enable the United Nations to coordinate partners, prioritize resources, and facilitate planning. In the Philippines, as with other disasters, response activities were organized into 12 relief sectors or “clusters” led by various agencies. The clusters currently include Camp Coordination and Camp Management; Coordination; Early Recovery and Livelihoods; Education; Emergency Shelter; Emergency Telecommunications; Food Security and Agriculture; Health; Logistics; Nutrition; Protection; and Water, Sanitation and Hygiene.

The United Nations, along with other partners, including the United States, has a strong relationship with the Philippines, and remains at the forefront of the current on-the-ground response for humanitarian assistance and early recovery. International recovery efforts are typically complex because they require coordination among numerous actors and international entities. In the current crisis, apart from U.N. agencies, those responding to humanitarian crises include international organizations, NGOs, Private Voluntary Agencies (PVOs), and bilateral and multilateral donors.

### Strategic Response Plan

More than two months after the storm, humanitarian assistance is still required in some affected areas, particularly food, clean water, shelter, and basic health care. The HCT, in partnership with 14 U.N. organizations and 39 non-governmental and international organizations, designed a Strategic Response Plan (SRP) to support the government’s activities in meeting immediate humanitarian needs, complement its reconstruction plan, and fill gaps identified by the government or through interagency assessments. The SRP covers 171 municipalities in 14 provinces and 4 regions, where it is estimated that over 14 million people were affected by the typhoon. The overall humanitarian and early recovery priorities and objectives identified by the

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<sup>22</sup> Embassy of the Philippines, Washington DC, “PH Seeks Additional Immigration Relief for Pinoys in US,” press release, December 16, 2013, <http://www.philippineembassy-usa.org/news/3774/300/PH-SEEKS-ADDITIONAL-IMMIGRATION-RELIEF-FOR-PINOYS-IN-US/d.phildet/>.

<sup>23</sup> Information drawn from various reports available at <http://www.reliefweb.int> and news articles. See also, U.N. Office for the Coordination of Humanitarian Affairs, *Philippines: Typhoon-Haiyan*, Situation Report No. 33 (as of 20 January 2014); Philippines Humanitarian Country Team, Typhoon Haiyan (Yolanda): *Strategic Response Plan*, December 27, 2013. USAID, *Philippines—Typhoon Yolanda/Haiyan*, Fact Sheet #19, Fiscal Year (FY) 2014, December 31, 2013; and USAID, *Philippines—Typhoon Yolanda/Haiyan*, Fact Sheet #20, Fiscal Year (FY) 2014, January 24, 2014.

HCT are listed below, but the implementation of the projects is expected be guided by location and caseload.

- Meeting basic food needs and nutritional requirements through community-based services and building food security through stimulation of markets and production. Activities include providing food assistance, nutritional support, and agricultural inputs for farmers.
- Attaining protective and sustainable shelter solutions for those families who were displaced or have homes that were destroyed or damaged. Shelter needs remain urgent and vary greatly by location. Activities include providing populations with shelter material, tools, cash for work, technical training, and site management in evacuation centers. Most of those displaced are in transitional shelters, such as bunkhouses or tarpaulins, or they have received shelter kits to rebuild their homes.
- Regaining self sufficiency of livelihoods in urban and rural areas through restoration of local economies, agriculture, and fisheries. Recovery of livelihoods is critical to enable people to rebuild their homes and their lives.
- Sustaining access to water, sanitation, hygiene, and the ongoing provision of health care in affected areas and evacuation centers. Activities include a focus on surveillance and early warning to prevent the outbreak of communicable diseases. Activities also include restoring water systems and access to sanitation facilities in communities, schools, and health care facilities.
- Establishing access to community and local government services, particularly for basic education in temporary learning spaces, social welfare, community support, and a protective environment.
- Removing and recycling debris from public spaces for use in reconstruction and to improve access to homes.
- Undertaking these objectives with a view to enhancing resilience and preparedness for future disasters.

The SRP covers 12 months from the date of the disaster. The plan targets up to 3 million people under any one relief cluster. The government has identified three consecutive phases of the response: (1) critical humanitarian needs (to June 2014); (2) short-term investments (July to December 2014); and (3) medium-term, longer-term investments (January 2015-December 2017). The SRP covers the response through the first two phases. A Post-Disaster Needs Assessment is planned starting in early 2014, which will help inform the way forward on phases 2 and 3. It is expected that the United Nations, Asian Development Bank, World Bank, and European Union will work with the government in support of its plans.

In addition, other selected ongoing activities include:

- The U.N. Population Fund (UNFPA) launched a plan for national authorities and humanitarian partners to provide assistance and protection support to more than 3 million women and girls affected by the disaster. The U.N. Children's Fund (UNICEF) and others are focused on identification, documentation, tracing, and reunification for unaccompanied and separated children. Trafficking among vulnerable populations has also been raised as a concern.
- An estimated 35,000 people have requested help from the Philippine Red Cross in tracing family members who are thought to have gone missing in connection with the typhoon.



- The International Committee of the Red Cross (ICRC), which is supporting the Philippine Red Cross in its emergency humanitarian response, is also working with the Philippine authorities on the proper management of the dead.

## International Humanitarian Funding

A number of international actors are providing relief to the Philippines, either through financial contributions to the government or aid organizations or by directly providing relief supplies and emergency personnel. On November 12, 2013, the HCT appealed for \$301 million in the Haiyan Action Plan to provide life-saving assistance and early recovery support for a six-month period. On November 22, this plan increased to \$348 million, based on assessments completed as partners gained better access to affected areas. Launched on December 27, 2013, the Strategic Response Plan (described above) replaces these earlier appeals and requests \$788 million.

Additional pledges and contributions have also been made outside the appeal. A number of countries, including the U.S. government, have provided assistance in the form of direct contributions of items such as food and tents, or through the operation of relief flights and logistics support. As of January 31, 2014, \$662.9 million has been contributed to the overall Typhoon Haiyan response, and of that amount, \$356.1 million has been contributed to the SRP. As of January 31, 2014, the U.N.'s Central Emergency Response Fund (CERF) has made available approximately \$25.3 million to the Plan.<sup>24</sup>

## U.S.-Philippines Relations<sup>25</sup>

The United States and the Republic of the Philippines maintain close ties stemming from the U.S. colonial period (1898-1946), a security alliance, extensive military cooperation, and common strategic and economic interests. Other pillars of the bilateral bond include shared democratic values and people-to-people contacts. Filipino Americans number approximately 4 million, making them the second-largest Asian American population, and comprise the largest foreign-born group in the U.S. Armed Forces. An estimated 150,000 Americans live in the Philippines.

## U.S Military Presence in the Philippines

U.S. military forces are involved in several regular joint exercises and ongoing military missions in the Philippines. The two major ones are the Balikatan (*Shoulder to Shoulder*) exercises and the U.S. Joint Special Operations Task Force–Philippines (JSOTF-P) counterterrorism assistance, which involves a U.S. rotating presence on Mindanao Island and the Sulu archipelago. Both of these programs include large humanitarian components. Other annual joint exercises include the Cooperation Afloat Readiness and Training (CARAT) naval event and the Amphibious Landing Exercise (PHIBLEX). In addition, U.S. warships have made frequent port calls in the Philippines in the past year.

DOD officials stated that the U.S. military had a “small footprint” of people and equipment in the Philippines at the time of Typhoon Haiyan. No injuries or damage to them were reported.<sup>26</sup>

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<sup>24</sup> See U.N. Office for the Coordination of Humanitarian Affairs, *Philippines: Typhoon-Haiyan*, Situation Report No. 33 (as of 20 January 2014).

<sup>25</sup> For background information, see CRS Report RL33233, *The Republic of the Philippines and U.S. Interests*, by Thomas Lum.

<sup>26</sup> Karen Parrish, “DOD Ready to Assist as Philippines Face Monster Storm,” American Forces Press Service,

Currently, there are about 500 U.S. military personnel from JSOTF-P conducting counterterrorism training for selected units of the Philippine military.<sup>27</sup> Some members of JSOTF-P supported Operation Damayan in Ormoc City, Leyte province.

The involvement of U.S. military forces in relief efforts following Typhoon Haiyan comes at a time of growing U.S.-Philippine security cooperation. The bilateral security relationship has gained prominence as a key link in the U.S. foreign policy “pivot” or “rebalancing” toward Asia. Since 2012, U.S. and Philippine officials have discussed increasing U.S. ship and aircraft access to Philippine military facilities, particularly at Subic Bay, site of the former U.S. naval base, and bolstering U.S. military facilities and forces in the country on a rotational or non-permanent basis. Since August 2013, the two sides have been negotiating a framework agreement for the increased U.S. military presence.

## U.S. Foreign Assistance to the Philippines

The Philippines, regarded by Washington as a partner in maintaining regional security, is one of the largest recipients of U.S. foreign assistance in Southeast Asia. U.S. assistance has focused upon poverty reduction, broad-based economic growth, and, increasingly, external security concerns. In the past decade, over half of U.S. assistance to the country supported development programs in Mindanao and the Sulu Archipelago, where there has been a sustained Muslim insurgency, with the aim of reducing the attractiveness of radical or extremist ideologies and activities.<sup>28</sup> For FY2014, the Obama Administration requested raising Foreign Military Financing to the Philippines by 75%, to \$50 million. (See **Table 1**.) In 2010, the Millennium Challenge Corporation (MCC) approved a five-year, \$434 million compact with the Philippine government that focused on poverty reduction, transportation, and the modernization of the Bureau of Internal Revenue.

**Table 1. U.S. Assistance to the Philippines, FY2008-FY2014**

\$ U.S. Thousands

Account	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013 estimate	FY2014 request
GHP	24,967	27,175	33,220	32,437	33,800	32,810	31,500
DA	27,321	30,000	40,310	79,055	81,055	85,755	87,682
ESF	42,773	30,000	30,000	0	0	0	0
FMF	27,757	28,000	29,000	11,970	27,000	28,483	50,000
IMET	1,525	1,730	1,850	1,971	1,954	1,614	1,700
INCLE	794	800	1,365	2,065	2,450	2,996	8,000
NADR	4,562	4,175	5,625	9,525	9,525	8,945	9,100
<b>Total</b>	<b>129,699</b>	<b>121,880</b>	<b>141,370</b>	<b>137,023</b>	<b>155,784</b>	<b>160,603</b>	<b>187,982</b>

**Source:** Department of State, *Congressional Budget Justification for Foreign Operations (FY2008-14)*.

November 8, 2013.

<sup>27</sup> “The Army as of October 31,” *Army Times*, November 11, 2013, p. 5.

<sup>28</sup> In 2012, the Philippine government and the Moro Islamic Liberation Front (MILF), an armed Islamic separatist group, reached a settlement on the creation of an autonomous region for Muslims in western Mindanao and the Sulu Archipelago.

**Notes:** Foreign Aid Account Acronyms: GHP—Global Health Programs; DA—Development Assistance; ESF—Economic Support Fund; FMF—Foreign Military Financing; IMET—International Military Education and Training; INCLE—International Narcotics Control and Law Enforcement; NADR—Non-Proliferation, Anti-Terrorism and De-Mining. This table does not include food aid and MCC funding. The FY2014 request includes \$9.5 million (Development Assistance) for programs in the South Pacific administered by the Philippines mission.

## Possible Economic Effects of Typhoon Haiyan<sup>29</sup>

The Philippines is a lower middle income country with an estimated population of 105 million—Southeast Asia’s second largest. Once one of the wealthiest nations in Southeast Asia, it had been considered one of the region’s economic laggards since the 1970s, due in large part to widespread corruption and poor governance. However, in the past three years, the Philippines had emerged as one of Asia’s strongest economies. The 7.6% GDP growth rate it posted in 2010 was the country’s fastest annual growth rate in 30 years.

The Philippines’ overall growth represents a strong resurgence for a country that had been a recipient of IMF loans beginning in 1983, due to fiscal crises in the 1980s and the economic vulnerabilities exposed by the Asian financial crisis in the 1990s. Many Philippine observers felt it was symbolically important that the country became an IMF creditor in 2012, contributing to multilateral loans to Europe. Analysts note that the Philippines, like many Southeast Asian nations, has benefitted from substantial investment inflows over the past three years, but this raises the risks that the trend could reverse, with private capital outflows possibly arising from the typhoon or for other reasons, such as the possible tightening of U.S. monetary policy in the coming years.

The areas damaged by Haiyan are some of the poorest parts of the Philippines, many of them dominated by agricultural and fishing industries, with some tourist destinations also severely harmed by the storm. Damage to other crops, such as sugar cane, coconut, and pineapple, is likely to have considerable impacts on livelihoods in the Visayas region. The Philippine government has sought temporary trade arrangements with export markets such as the United States that would allow duty-free access for a limited number of products coming from affected areas.

According to some analysts, GDP growth is expected to continue to be strong despite the costs of Typhoon Haiyan, estimated at \$13 billion. The Philippines’ economy is forecast to expand by 6.7% in 2014, slightly less than the estimated 6.9% growth of 2013.<sup>30</sup> Because the region affected by the storm is one of the country’s least developed, impacts on the Philippines’ manufacturing base and overall GDP may not be deep. Economists also note that once reconstruction efforts begin, construction spending is likely to spur growth. Furthermore, the storm’s drag on the economy may be only slightly greater than the effects of other natural disasters in recent years.<sup>31</sup> Many observers have been surprised the economy has fared so well. Economic Secretary Arsenio Balisikan reportedly called the performance “a remarkable turnaround.”<sup>32</sup> Nonetheless, although the affected areas are not the country’s largest sources of rice, the damage to rice crops in the region may reverse the Philippines’ trend in recent years towards rice self-sufficiency, and rice imports are likely to rise.

<sup>29</sup> Contributed by Ben Dolven, Specialist in Asian Affairs, Foreign Affairs, Defense, and Trade Division.

<sup>30</sup> Economist Intelligence Unit, *Country Report: Philippines*, January 23, 2014.

<sup>31</sup> Some experts argue that Haiyan reduced GDP growth by an estimated 1%, while typhoons typically decrease growth by 0.8% annually in the Philippines. “Philippines Economy on Track, Despite Human Cost of Typhoon Haiyan,” *Reuters*, November 12, 2013.

<sup>32</sup> “Typhoon Haiyan Hits Philippine Growth in Fourth Quarter,” *Financial Times*, January 30, 2014.

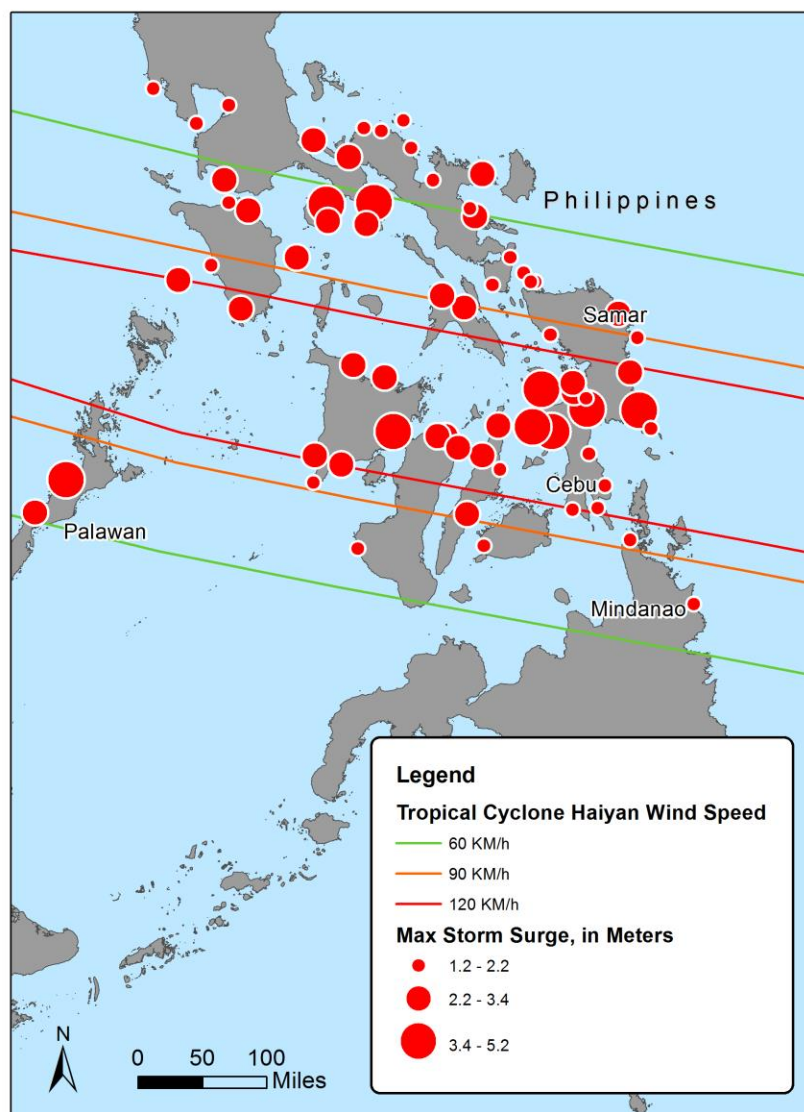
One important issue for the Philippine economic recovery in the months and years ahead will be whether decentralized governance and corruption limits the efficiency of stimulus efforts. The Philippine central government's relative lack of control over decisions by regional governments has been one of the chief obstacles to Philippine economic development for decades, many observers say. While the World Bank rated the Philippines one of the world's 10 most improved business environments in an October 2013 survey, the strains arising from the typhoon's damage will be a test of whether the central government can effectively implement economic stimulus without running into the issues of corruption or poor local governance.

## Looking Ahead: Policy Issues

The impact of Typhoon Haiyan is of significant interest to the United States. As the extent of the disaster becomes clearer, other issues may emerge for Congress as it considers the ongoing U.S. response. These fall into several possible categories:

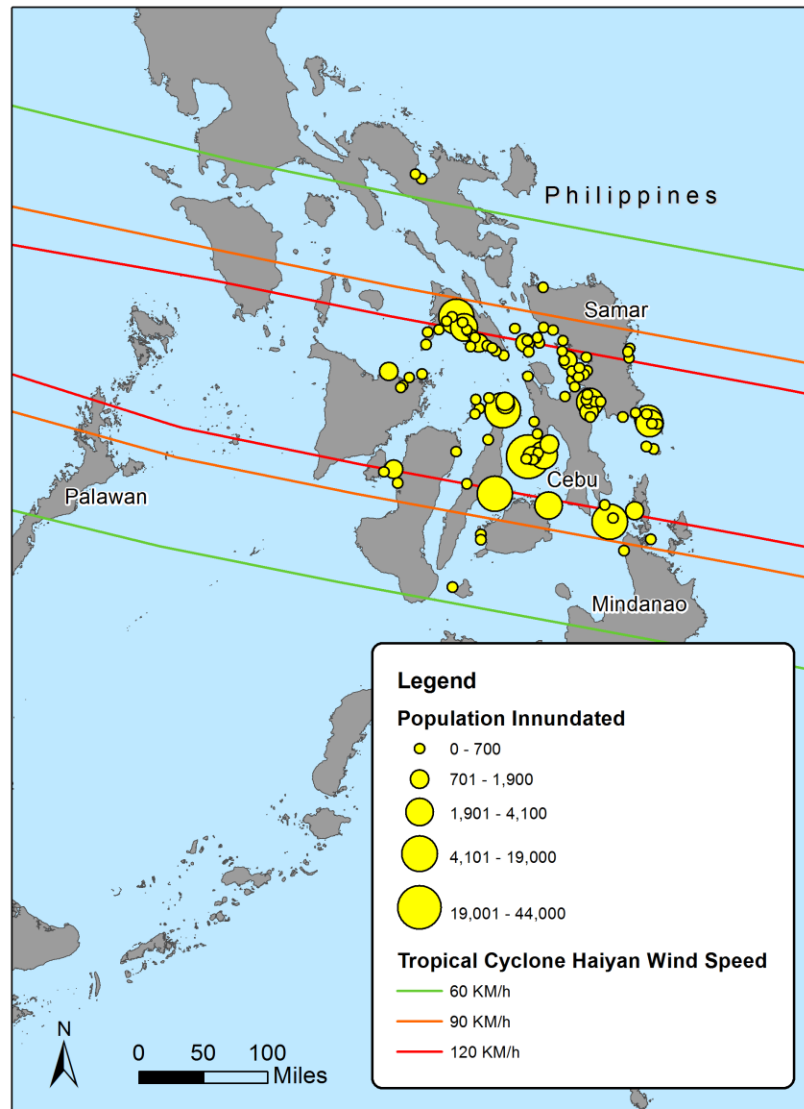
- **The initial humanitarian relief period:** Congressional interest and support is likely to focus on the humanitarian impact of the disaster, the U.S. and international response, and ongoing humanitarian developments.
- **Ongoing oversight:** Congress may exercise its oversight authority in the ongoing provision of U.S. humanitarian assistance. It may consider how USAID and DOD responses to the Haiyan disaster mesh with overall and existing U.S. foreign aid programs, contributions by other governments, and overall global humanitarian priorities.
- **Longer-term assistance strategy:** Given the extensive damage to the central Philippines' economy and infrastructure, Congress may consider broad, long-term U.S. assistance strategies in the Philippines, including policies to boost Philippine exports from storm-affected areas. Lessons learned from the response to the Philippines typhoon may influence future U.S. global disaster assistance strategies and the provision of food aid.
- **Strategic questions:** Congress may consider how the U.S. disaster response may impact the U.S.-Philippines relationship as well as regional geopolitical dynamics, and how existing and ongoing U.S. military activities in the Philippines may be affected by DOD's role in disaster relief.

**Figure 4. Haiyan: Storm Surge Levels**



**Source:** Graphic created by CRS. Boundaries and cities generated by Hannah Fischer using data from Department of State, the National Oceanic and Atmospheric Agency, the Joint Research Centre of the European Commission, the United Nations Institute for Training and Research, and Esri (all 2013).

**Figure 5. Haiyan: Populations Inundated**



**Source:** Graphic created by CRS. Boundaries and cities generated by Hannah Fischer using data from Department of State, the National Oceanic and Atmospheric Agency, the Joint Research Centre of the European Commission, the United Nations Institute for Training and Research, and Esri (all 2013).

**Figure 6. Map of the Philippines**



**Source:** Congressional Research Service.



## Appendix A. Donor Contributions and Pledges to the Philippines in Response to Typhoon Haiyan (Yolanda)<sup>33</sup>

**Table A-1. International Donor Contributions to United Nations Appeal and to Projects Outside the Appeal (through January 31, 2014)**

(U.S. \$)

Country/Agency Donor	Contribution/Commitment <sup>a</sup>	Pledge <sup>b</sup>	In-Kind Support <sup>c</sup>
Andorra	\$13,405	\$0	
Asian Development Bank	\$3,000,000	\$0	
Australia	\$38,688,313	\$0	Medical assistance team, tarpaulins, sleeping mats, mosquito nets, water containers, health and hygiene kits, disaster management specialists.
Austria	\$1,938,025	\$0	Rapid response team.
Azerbaijan	\$200,000	\$0	
Bahrain	\$0	\$0	Ninety tons of food, hygiene packs, blankets, tents, mats, power generators, towels, pillows, water, and water containers.
Belgium	\$2,029,187	\$0	Team of 40 medical personnel and equipment to set up field hospital; water treatment units; relief goods.
Brazil	\$150,000	\$0	
Brunei Darussalam	\$0	\$0	Emergency relief supplies of rice and bottled water.
Canada	\$20,969,442	\$0	Relief team of 20 medical staff plus team of 10 logistical support personnel to establish advanced surgical position and to install a water purification station.
U.N. Central Emergency Response Fund (CERF)	\$25,284,316	\$0	
China	\$1,800,000	\$0	A planeload of blankets, tents, and other emergency relief goods; emergency assistance through the China Red Cross Society; deployment of the <i>Peace Ark</i> , a medical vessel with 93 medical workers and 12 disaster relief experts; deployment of an additional 50-person medical team.
Croatia	\$68,691	\$0	
Cyprus	\$0	\$20,000	
Czech Republic	\$213,904	\$0	First aid items.

<sup>33</sup> Contributed by Susan Chesser, Information Research Specialist, Knowledge Services Group, Foreign Affairs, Defense, and Trade Division.

<b>Country/Agency Donor</b>	<b>Contribution/Commitment<sup>a</sup></b>	<b>Pledge<sup>b</sup></b>	<b>In-Kind Support<sup>c</sup></b>
Denmark	\$7,280,456	\$0	Equipment and emergency coordinators, shelter, clean water, medical supplies for 100,000 families, telecommunications emergency response unit, equipment and emergency coordinators.
Ecuador	\$500,000	\$0	Emergency employment through debris and solid waste management in the Philippines.
Estonia	\$638,808	\$0	One light base camp and two camp technicians.
European Commission	\$13,615,437	\$0	Two planes loaded with relief goods, medical team, and search and rescue teams, food assistance; providing nutrition interventions to children, pregnant, and nursing women.
Finland	\$5,064,298	\$0	Two motor boats for rescue operations, logistics support and services, early recovery food assistance,
France	\$1,609,100	\$0	Teams of urban search and rescue personnel, tents, kitchen kits, and water purifying stations, cash for work projects.
Germany	\$15,987,312	\$0	Medical team of 24 doctors and nurses with two tons of medical supplies; the team will set up medical tents and will be able to accommodate 1,000 persons per day. Also, 70 tons of food, hygiene, and medical kits. Established water purification system in Cebu.
Greece	\$40,761	\$0	
Guyana	\$50,243	\$0	
Holy See	\$150,000	\$0	
Hungary	\$221,404	\$0	Five medics and search and rescue team; access to reproductive health services; mobile water purification unit.
Iceland	\$100,000	\$0	
India	\$0	\$0	Planeload of relief goods.
Indonesia	\$2,000,000	\$0	Medicine, drinking water, generator sets, blankets, and food.
Ireland	\$1,666,020	\$381,631	Shelter items.
Israel	\$0	\$0	Team of 158 medics, rapid response, and search and rescue personnel; field medical facilities and supplies; mobile desalination equipment; food.
Italy	\$3,533,841	\$0	Humanitarian flights, blankets, tarpaulins, tents, and medical kits, medical personnel; support of agriculture sector; cash for work activities; food assistance.
Japan	\$54,801,450	\$0	Rapid response medical assistance team of 25 personnel; 18 medics; plastic sheets, sleeping pads, and other commodities; camp coordination and camp management; ensuring access to water; continuing access to education for school-aged children; debris management; enhancing protection of displaced persons; logistics and telecommunications support and services.

<b>Country/Agency Donor</b>	<b>Contribution/Commitment<sup>a</sup></b>	<b>Pledge<sup>b</sup></b>	<b>In-Kind Support<sup>c</sup></b>
Kazakhstan	\$0	\$100,000	
Korea, Republic of	\$3,300,000	\$0	Disaster relief team; food assistance; emergency health services.
Kuwait	\$0	\$10,000,000	
Liechtenstein	\$110,254	\$0	
Luxembourg	\$1,803,917	\$0	Relief team of health workers and telecommunications personnel, as well as information and communications technology; financial contribution to a Post-Disaster Needs Assessment for disaster preparedness; communication services.
Malaysia	\$1,000,000	\$0	Medics, search and rescue personnel, blankets and medicine.
Malta	\$53,619	\$0	
Mexico	\$1,000,000	\$0	
Monaco	\$271,740	\$0	Emergency health services.
Netherlands	\$10,048,209	\$0	Military flights with relief goods.
New Zealand	\$3,294,325	\$979,840	Relief goods; aircraft for transportation; chainsaws, generators, tarps, and other equipment.
Norway	\$26,558,003	\$0	Water purification equipment; emergency health kits; rapid deployment hospital
Oman	\$0	\$0	Medicines, food, and relief items.
Portugal	\$33,967	\$0	
Private (individuals and organizations)	\$59,651,362	\$208,978,444	
Qatar	\$0	\$8,788,794	Deployed needs assessment team; up to 120 tons of medications, food, tents, blankets, and clothes; water purification plant.
Russian Federation	\$4,738,871	\$1,000,000	Emergency field hospital with air mobile hospital and rescue workers. Also, 56 metric tons of canned meat, canned fish, and sugar. Debris removal and solid waste management assistance. Five emergency medicine modules; fifty basic medical kits containing medicines, supplies, medical equipment and instruments to treat 150,000 victims.
Saudi Arabia	\$10,000,000	\$0	
Singapore	\$292,103	\$0	Civil Defense Force relief team, tents, groundsheets, medical supplies, blankets, use of aircraft to transport further supplies, water.
Slovenia	\$80,429	\$0	
South Africa	\$400,000	\$0	South African Relief Team of 50 doctors, paramedics, fire, rescue and related personnel, with 3 tons of medical equipment and medicines, and 10 tons of light rescue equipment.

Country/Agency Donor	Contribution/Commitment <sup>a</sup>	Pledge <sup>b</sup>	In-Kind Support <sup>c</sup>
Spain	\$3,630,851	\$0	Two planes of emergency relief, including a health relief team of 32 persons with surgery capacities. Also, a team of seven logisticians and health professionals with water, sanitation, and hygiene equipment. Early recovery food assistance.
Sri Lanka	\$0	\$0	Medical relief team with medicines and medical devices.
Sweden	\$16,494,608	\$0	Two base camps and two Onsite Operations Coordination Center modules with personnel to support United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA).
Switzerland	\$4,299,140	\$0	Urban search and rescue team, tents, water distribution kits, water pump kits, drinking water reservoir, water disinfection kits, and tarpaulins.
Thailand	\$330,000	\$5,000,000	Planeload of relief good; government appeal to collect financial donations from private sector and general public; 5,000 tons of rice; 12,000 disaster relief packages; mobile tents.
Turkey	\$434,053	\$0	Search and rescue team, and a planeload of tents, blankets, and kitchen sets.
Ukraine	\$0	\$0	Relief goods, including food, water filters, power generators, canned beef, mattresses and pillows, and disinfectant kits.
United Arab Emirates	\$10,622,870	\$0	Emergency response team; 117 tons of canned foods, sugar, grains, and hygiene products.
United Kingdom	\$106,250,905	\$27,396,008	Twelve National Health Service personnel able to operate under emergency conditions; forklift trucks, cutting equipment, and 4x4 vehicles to clear and open runways and roads; temporary shelters; blankets; water purification tablets; household goods; soap and sanitary items; bedding; blankets; and solar lanterns. Royal Navy provided aerial assessments and helicopters to distribute aid supplies, emergency repair teams.
United States	\$87,034,775	\$0	Logistics and relief commodities; shelter and non-food items; cash for work activities; telecommunications support; emergency food assistance.
Vietnam	\$0	\$100,000	
Other Organizations	\$109,519,383	\$108,634,599	
<b>TOTAL</b>	<b>\$662,867,797<sup>d</sup></b>	<b>\$371,379,316<sup>e</sup></b>	

**Source:** Compiled by CRS from information provided by the Financial Tracking Service (FTS) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>. International Assistance Matrix, provided by the Government of the Philippines at <http://www.gov.ph/faith/full-report/>.

**Notes:**

- a. According to OCHA, a “Contribution” is the actual payment of funds or transfer of in-kind goods from the donor to the recipient. A “Commitment” is a legal, contractual obligation between the donor and recipient entity, specifying the amount to be contributed.
- b. According to OCHA, a “Pledge” is a non-binding announcement of an intended contribution or allocation by the donor.
- c. According to OCHA, a zero in both Contribution/Commitment and Pledge columns indicates the donor did not report a value for an in-kind donation.
- d. Total of contributions made to the United Nations appeal and to projects outside of the appeal.
- e. Total of pledges made to the United Nations appeal and to projects outside of the appeal.

## Appendix B. U.S. Government Humanitarian Assistance to Typhoon Haiyan (Yolanda) Relief<sup>34</sup>

**Table B-I. Contributions Made Through January 31, 2014**

U.S. Funding Source	Implementing Partner	Description	Funding
USAID/OFDA <sup>a</sup>	Catholic Relief Services	Transitional shelters.	\$8,407,457
USAID/OFDA <sup>a</sup>	United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA)	Coordination and advocacy in areas affected by Typhoon Haiyan.	\$250,000
USAID/OFDA <sup>a</sup>	Oxfam/Great Britain (Oxfam/GB)	Water, sanitation, and hygiene.	\$2,688,027
USAID/OFDA <sup>a</sup>	Plan International	Education assistance to children; funding teachers and early childhood facilitators in the Provinces of Leyte, Southern Leyte, Eastern Samar, and Western Samar.	\$7,189,234
USAID/OFDA <sup>a</sup>	United Nations Children's Fund (UNICEF)	Access to Water, Sanitation and Hygiene (WASH) for children and women.	\$750,000
USAID/FFP <sup>b</sup>	World Food Program	Emergency food assistance.	\$8,527,060
USAID/FFP <sup>b</sup>	World Food Program	Local or regional food procurement.	\$7,750,000
USAID/FFP	World Food Program	Cash-for-work activities for early recovery.	\$3,700,000
USAID/OFDA <sup>a</sup>	World Food Program	Lifesaving and early recover food assistance.	\$5,357,340
U.S. Department of Defense	Various recipients (details not yet provided)	Logistics.	\$31,700,375
USAID/OFDA <sup>a</sup>	Various recipients (details not yet provided)	Administrative support.	\$277,042
USAID/OFDA <sup>a</sup>	Various recipients (details not yet provided)	Commodity airlifts, logistics, relief commodities.	\$3,407,469
USAID/OFDA <sup>a</sup>	Other UN agencies and NGOs (details not yet provided)	Logistics and relief commodities, WASH, shelters.	\$7,030,771
<b>TOTAL U.S. CONTRIBUTION</b>			<b>\$87,034,775</b>

**Source:** Compiled by CRS from USAID, *Philippines—Typhoon Yolanda/Haiyan*, Fact Sheet #20, Fiscal Year (FY) 2014, January 24, 2014, and the Financial Tracking Service (FTS) of the United Nations Office for the

<sup>34</sup> Contributed by Susan Chesser, Information Research Specialist, Knowledge Services Group, Foreign Affairs, Defense, and Trade Division.

Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=emergencyDetails&appealID=1043>.

**Notes:**

- a. USAID/Office of Foreign Disaster Assistance funding indicates actual or obligated amounts.
- b. USAID/Food for Peace funding indicates the estimated value of food assistance.



## Appendix C. Sources for Further Information<sup>35</sup>

### U.S. Embassy in Manila, Philippines

Disaster Assistance: <http://manila.usembassy.gov/disaster-assistance.html>

U.S. Citizen Services: <http://manila.usembassy.gov/wwwha017.html#Missing>

*This page provides information for persons trying to find American citizens who were in the Philippines at the time of the storm.*

### U.S. Agency for International Development (USAID)

<http://www.usaid.gov/haiyan>

<http://www.usaid.gov/philippines>

USAID Office of Foreign Disaster Assistance (USAID/OFDA) Twitter Feed:  
<https://twitter.com/theOFDA>

### U.S. Department of Defense

Operation Damayan: [http://www.defense.gov/home/features/2013/1113\\_haiyan/](http://www.defense.gov/home/features/2013/1113_haiyan/)

### Government of the Philippines

Official Gazette Updates on Typhoon Yolanda: <http://www.gov.ph/crisis-response/updates-typhoon-yolanda/>

### U.N. News Centre

<http://www.un.org/News/>

*The UN News Service publishes reports on the humanitarian aid efforts in the Philippines, as well as news about the United Nations' work in other countries.*

### Relief Web

<http://reliefweb.int/disaster/tc-2013-000139-phl>

*This site is administered by the U.N. Office for the Coordination of Humanitarian Affairs (OCHA) and provides links to reports by governments, international and intergovernmental entities, and non-governmental organizations (NGOs) on humanitarian activities as well as maps and fact sheets. This site is continuously updated.*

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<sup>35</sup> Contributed by Susan Chesser, Information Research Specialist, Knowledge Services Group, Foreign Affairs, Defense, and Trade Division.

### **Selected U.N. Entities**

**U.N. Country Team in the Philippines**

<http://reliefweb.int/organization/unct-philippines>

**United Nations Children’s Fund (UNICEF)**

<http://www.unicef.org/infobycountry/philippines.html>

**World Food Program (WFP)**

<http://www.wfp.org/countries/philippines>

**World Health Organization (WHO)**

<http://www.who.int/hac/en/index.html>

**United Nations High Commissioner for Refugees (UNHCR)**

<http://www.unhcr.org/52820a359.html>

**Food and Agricultural Organization of the United Nations (FAO)**

<http://www.fao.org/emergencies/crisis/philippines-typhoon-haiyan/en/>

### **InterAction**

<http://www.interaction.org/crisis-list/interaction-members-respond-typhoon-haiyan>

*InterAction is an alliance of more than 180 U.S.-based nongovernmental organizations (NGOs) that work around the world. The site describes the humanitarian assistance being provided by each member organization responding to the Philippines disaster and provides links to the individual websites where contributions can be made.*

## **Appendix D. How to Contribute to Relief Efforts**

### **USAID—How to Help**

<http://www.usaid.gov/what-we-do/working-crises-and-conflict/crisis-response/how-help>

### **U.S. Embassy in Manila, Philippines**

How to Contribute: <http://manila.usembassy.gov/response-contribute.html>

### **Charity Navigator**

Super Typhoon Haiyan Disaster Relief: <http://www.charitynavigator.org/index.cfm?bay=content.view&cpid=1659>

*Provides analysis, evaluations, and ratings of charity finances as well as accountability and transparency.*

### **Guide Star**

Helping Typhoon Haiyan Survivors:

<http://www.guidestar.org/rxg/give-to-charity/donor-resources/philippines-typhoon-relief.aspx?gsicn=November11TyphoonRelief&gsici=HomepageFeature>

*This organization gathers information about nonprofit organizations and reports on each organization's mission, legitimacy, impact, reputation, finances, programs, transparency, and governance.*

## **Appendix E. The U.S. Government Emergency Response Mechanism for International Disasters<sup>36</sup>**

The United States is generally a leader and major contributor to relief efforts in response to humanitarian disasters. The President has broad authority to provide emergency assistance for foreign disasters and the U.S. government provides disaster assistance through several U.S. agencies. The very nature of humanitarian disasters—the need to respond quickly in order to save lives and provide relief—has resulted in a rather unrestricted definition of what this type of assistance consists of at both a policy and an operational level. While humanitarian assistance is assumed to provide for urgent food, shelter, and medical needs, the agencies within the U.S. government providing this support typically expand or contract the definition in response to circumstances. Funds may be used for U.S. agencies to deliver services or to provide grants to international organizations (IOs), international governmental and non-governmental organizations (NGOs), and private or religious voluntary organizations (PVOs). The U.S. Agency for International Development (USAID) is the U.S. government agency charged with coordinating U.S. government and private sector assistance. It also coordinates with international organizations, the governments of countries suffering disasters, and other governments.

The Office of Foreign Disaster Assistance (OFDA) in USAID's Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA) provides immediate relief materials and personnel, many of whom are already abroad on mission. It is responsible for providing non-food humanitarian assistance and can quickly assemble Disaster Assistance Response Teams (DARTs) to assess conditions. OFDA has wide authority to borrow funds, equipment, and personnel from other parts of USAID and other federal agencies. USAID has two other offices that administer U.S. humanitarian aid: Food For Peace (FFP) and the Office of Transition Initiatives (OTI). USAID administers emergency food aid under the Food for Peace Act (Title II of P.L. 480) and provides relief and development food aid that does not have to be repaid. OTI provides post-disaster transition assistance, which includes mainly short-term peace and democratization projects with some attention to humanitarian elements but not emergency relief.

Although not all applicable to the disaster in the Philippines, the Department of Defense (DOD) Overseas Humanitarian, Disaster, and Civic Aid (OHDACA) funds three DOD humanitarian programs: the Humanitarian Assistance Program (HAP), Humanitarian Mine Action (HMA) Program, and Foreign Disaster Relief and Emergency Response (FDR/ER). OHDACA provides humanitarian support to stabilize emergency situations and deals with a range of tasks including providing food, shelter and supplies, and medical evacuations. In addition the President has the authority to draw down defense equipment and direct military personnel to respond to disasters. The President may also use the Denton program to provide space-available transportation on military aircraft and ships to private donors who wish to transport humanitarian goods and equipment in response to a disaster.

Generally, OFDA provides emergency assistance for 30 to 90 days after a disaster. The same is true for Department of Defense humanitarian assistance. After the initial emergency is over, assistance is provided through other channels, such as the regular country development programs of USAID.

The State Department also administers programs for humanitarian relief with a focus on refugees and the displaced. The Emergency Refugee and Migration Account (ERMA) is a contingency

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<sup>36</sup> Information in this section is drawn from CRS Report RL33769, *International Crises and Disasters: U.S. Humanitarian Assistance Response Mechanisms*, by Rhoda Margesson.

fund that provides wide latitude to the President in responding to refugee emergencies. Assistance to address emergencies lasting more than a year comes out of the regular Migration and Refugee Account (MRA) through the Population, Migration, and Refugees (PRM) bureau. PRM assists refugees worldwide, conflict victims, and populations of concern, often extended to include internally displaced people (IDPs). Humanitarian assistance includes a range of services from basic needs to community services.

## Appendix F. Mass Fatality Management<sup>37</sup>

Management of the dead is one challenge of the response to a catastrophe. The task often falls upon local communities, which are typically overwhelmed tending to the needs of the living.

A pervasive myth holds that human remains cause epidemics in disaster-stricken communities. Human remains do not carry pathogens that are not already in circulation in a community, and they do not generally pose an additional threat to the public.<sup>38</sup> Rather, epidemics of intestinal illness that follow a disaster typically result from loss of the infrastructures that prevent sewage from contaminating potable water. Under such circumstances, many become exposed to the illnesses of a few.

Upon review of the aftermath of the 2004 Asian tsunami, the Pan American Health Organization (PAHO), the World Health Organization (WHO), and the International Committee of the Red Cross (ICRC) published a first responder manual on mass fatality management. In it they said that “political pressure brought about by [rumors of epidemics from human remains] causes authorities to use unnecessary measures such as rapid mass burials.... The consequences of mismanagement of the dead include mental distress and legal problems for relatives of the victims.”<sup>39</sup> Responders are urged to take steps that allow the eventual identification of remains, and the opportunity for relatives to claim remains. Recommended approaches include rapid retrieval of remains by responders who are *not* medical personnel (in order to focus the efforts of medical personnel on survivors), best practices for victim identification, and options for storage of remains pending identification. Because the means for optimal storage—ice and refrigeration—may be in short supply following a disaster and are also needed by survivors, the manual recommends temporary burial as a good option for immediate storage where no other method is available.

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<sup>37</sup> Contributed by Sarah A. Lister, Specialist in Public Health and Epidemiology, Domestic Social Policy Division. Information in this section is drawn from PAHO, WHO, and ICRC, *Management of Dead Bodies After Disasters: A Field Manual for First Responders*, Morgan, Oliver, ed., Washington, DC, 2006 (hereinafter referred to as *Field Manual*), <http://www.paho.org/disasters/>, under “Response Guidelines”; and Morgan, Oliver W. et al., “Mass Fatality Management Following the South Asian Tsunami Disaster,” *PLOS Medicine*, vol. 3, no. 6 (June 2006), pp. 809-815, <http://www.plosmedicine.org>.

<sup>38</sup> Persons who directly handle human remains may be at risk of contracting certain infections such as HIV and hepatitis, and should take appropriate preventive measures. Management of fatalities that result *from* epidemics of infectious disease may require additional measures to protect the public. See PAHO, “Risk of Dead Bodies Associated with an Epidemic,” undated, <http://www.paho.org/disasters/>, under “Response Guidelines.”

<sup>39</sup> *Field Manual*, p. 5.

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